



## DEPARTMENT OF TRANSPORTATION

### Federal Motor Carrier Safety Administration

[Docket No. FMCSA-2021-0015]

#### Qualification of Drivers; Exemption Applications; Vision

**AGENCY:** Federal Motor Carrier Safety Administration (FMCSA), Department of Transportation (DOT).

**ACTION:** Notice of applications for exemption; request for comments.

**SUMMARY:** FMCSA announces receipt of applications from 13 individuals for an exemption from the vision requirement in the Federal Motor Carrier Safety Regulations (FMCSRs) to operate a commercial motor vehicle (CMV) in interstate commerce. If granted, the exemptions will enable these individuals to operate CMVs in interstate commerce without meeting the vision requirement in one eye.

**DATES:** Comments must be received on or before [Insert date 30 days after date of publication in the FEDERAL REGISTER].

**ADDRESSES:** You may submit comments identified by the Federal Docket Management System (FDMS) Docket No. FMCSA-2021-0015 using any of the following methods:

- Federal eRulemaking Portal: Go to [www.regulations.gov/](https://www.regulations.gov/), insert the docket number, FMCSA-2021-0015, in the keyword box, and click “Search.” Next, sort the results by “Posted (Newer-Older),” choose the first notice listed, and click on the “Comment” button. Follow the online instructions for submitting comments.
- Mail: Dockets Operations; U.S. Department of Transportation, 1200 New Jersey Avenue, SE, West Building Ground Floor, Room W12-140, Washington, DC 20590-0001.

- Hand Delivery: West Building Ground Floor, Room W12-140, 1200 New Jersey Avenue, SE, Washington, DC, between 9 a.m. and 5 p.m., ET, Monday through Friday, except Federal Holidays.
- Fax: (202) 493-2251.

To avoid duplication, please use only one of these four methods. See the “Public Participation” portion of the SUPPLEMENTARY INFORMATION section for instructions on submitting comments.

**FOR FURTHER INFORMATION CONTACT:** Ms. Christine A. Hydock, Chief, Medical Programs Division, (202) 366-4001, [fmcsamedical@dot.gov](mailto:fmcsamedical@dot.gov), FMCSA, DOT, 1200 New Jersey Avenue, SE, Room W64-224, Washington, DC 20590-0001. Office hours are 8:30 a.m. to 5 p.m., ET, Monday through Friday, except Federal holidays. If you have questions regarding viewing or submitting material to the docket, contact Dockets Operations, (202) 366-9826.

## **SUPPLEMENTARY INFORMATION:**

### **I. Public Participation**

#### **A. Submitting Comments**

If you submit a comment, please include the docket number for this notice (Docket No. FMCSA-2021-0015), indicate the specific section of this document to which each comment applies, and provide a reason for each suggestion or recommendation. You may submit your comments and material online or by fax, mail, or hand delivery, but please use only one of these means. FMCSA recommends that you include your name and a mailing address, an email address, or a phone number in the body of your document so that FMCSA can contact you if there are questions regarding your submission.

To submit your comment online, go to [www.regulations.gov/docket?D=FMCSA-2021-0015](http://www.regulations.gov/docket?D=FMCSA-2021-0015). Next, sort the results by “Posted (Newer-Older),” choose the first notice listed, click the “Comment” button, and type your

comment into the text box on the following screen. Choose whether you are submitting your comment as an individual or on behalf of a third party and then submit.

If you submit your comments by mail or hand delivery, submit them in an unbound format, no larger than 8½ by 11 inches, suitable for copying and electronic filing. If you submit comments by mail and would like to know that they reached the facility, please enclose a stamped, self-addressed postcard or envelope.

FMCSA will consider all comments and material received during the comment period.

## **B. Viewing Comments**

To view comments go to [www.regulations.gov](http://www.regulations.gov). Insert the docket number, FMCSA-2021-0015, in the keyword box, and click “Search.” Next, sort the results by “Posted (Newer-Older),” choose the first notice listed, and click “Browse Comments.” If you do not have access to the internet, you may view the docket online by visiting Dockets Operations in Room W12-140 on the ground floor of the DOT West Building, 1200 New Jersey Avenue, SE, Washington, DC 20590-0001, between 9 a.m. and 5 p.m., ET, Monday through Friday, except Federal holidays. To be sure someone is there to help you, please call (202) 366-9317 or (202) 366-9826 before visiting Dockets Operations.

## **C. Privacy Act**

In accordance with 5 U.S.C. 553(c), DOT solicits comments from the public to better inform its regulatory process. DOT posts these comments, without edit, including any personal information the commenter provides, to [www.regulations.gov](http://www.regulations.gov), as described in the system of records notice (DOT/ALL-14 FDMS), which can be reviewed at [www.transportation.gov/privacy](http://www.transportation.gov/privacy).

## **II. Background**

Under 49 U.S.C. 31136(e) and 31315(b), FMCSA may grant an exemption from the FMCSRs for no longer than a 5-year period if it finds such exemption would likely

achieve a level of safety that is equivalent to, or greater than, the level that would be achieved absent such exemption. The statute also allows the Agency to renew exemptions at the end of the 5-year period. FMCSA grants medical exemptions from the FMCSRs for a 2-year period to align with the maximum duration of a driver's medical certification.

The 13 individuals listed in this notice have requested an exemption from the vision requirement in 49 CFR 391.41(b)(10). Accordingly, the Agency will evaluate the qualifications of each applicant to determine whether granting an exemption will achieve the required level of safety mandated by statute.

The physical qualification standard for drivers regarding vision found in § 391.41(b)(10) states that a person is physically qualified to drive a CMV if that person has distant visual acuity of at least 20/40 (Snellen) in each eye without corrective lenses or visual acuity separately corrected to 20/40 (Snellen) or better with corrective lenses, distant binocular acuity of at least 20/40 (Snellen) in both eyes with or without corrective lenses, field of vision of at least 70° in the horizontal meridian in each eye, and the ability to recognize the colors of traffic signals and devices showing standard red, green, and amber.

On July 16, 1992, the Agency first published the criteria for the Vision Waiver Program, which listed the conditions and reporting standards that CMV drivers approved for participation would need to meet (57 FR 31458). The current Vision Exemption Program was established in 1998, following the enactment of amendments to the statutes governing exemptions made by § 4007 of the Transportation Equity Act for the 21st Century, Public Law 105-178, 112 Stat. 107, 401 (June 9, 1998). Vision exemptions are considered under the procedures established in 49 CFR part 381 subpart C, on a case-by-case basis upon application by CMV drivers who do not meet the vision standards of § 391.41(b)(10).

To qualify for an exemption from the vision requirement, FMCSA requires a person to present verifiable evidence that he/she has driven a commercial vehicle safely in intrastate commerce with the vision deficiency for the past three years. Recent driving performance is especially important in evaluating future safety, according to several research studies designed to correlate past and future driving performance. Results of these studies support the principle that the best predictor of future performance by a driver is his/her past record of crashes and traffic violations. Copies of the studies may be found at [www.regulations.gov/docket?D=FMCSA-1998-3637](http://www.regulations.gov/docket?D=FMCSA-1998-3637).

FMCSA believes it can properly apply the principle to monocular drivers, because data from the Federal Highway Administration's former waiver study program clearly demonstrated the driving performance of experienced monocular drivers in the program is better than that of all CMV drivers collectively.<sup>1</sup> The fact that experienced monocular drivers demonstrated safe driving records in the waiver program supports a conclusion that other monocular drivers, meeting the same qualifying conditions as those required by the waiver program, are also likely to have adapted to their vision deficiency and will continue to operate safely.

The first major research correlating past and future performance was done in England by Greenwood and Yule in 1920. Subsequent studies, building on that model, concluded that crash rates for the same individual exposed to certain risks for two different time periods vary only slightly (See Bates and Neyman, University of California Publications in Statistics, April 1952). Other studies demonstrated theories of predicting crash proneness from crash history coupled with other factors. These factors – such as age, sex, geographic location, mileage driven and conviction history – are used every day by insurance companies and motor vehicle bureaus to predict the probability of an

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<sup>1</sup> A thorough discussion of this issue may be found in a FHWA final rule published in the *Federal Register* on March 26, 1996 and available on the internet at <https://www.govinfo.gov/content/pkg/FR-1996-03-26/pdf/96-7226.pdf>.

individual experiencing future crashes (See Weber, Donald C., “Accident Rate Potential: An Application of Multiple Regression Analysis of a Poisson Process,” *Journal of American Statistical Association*, June 1971). A 1964 California Driver Record Study prepared by the California Department of Motor Vehicles concluded that the best overall crash predictor for both concurrent and nonconcurrent events is the number of single convictions. This study used 3 consecutive years of data, comparing the experiences of drivers in the first 2 years with their experiences in the final year.

### **III. Qualifications of Applicants**

#### *Jacob J. Bell*

Mr. Bell, 24, has had amblyopia in his right eye since childhood. The visual acuity in his right eye is 20/200, and in his left eye, 20/20. Following an examination in 2021, his optometrist stated, “Visually safe to operate a commercial vehicle.” Mr. Bell reported that he has driven straight trucks for 5 years, accumulating 15,000 miles, tractor-trailer combinations for 5 years, accumulating 100,000 miles, and buses for 3 years, accumulating 3,000 miles. He holds a Class A CDL from Colorado. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

#### *Robert F. Fullwood*

Mr. Fullwood, 35, has had glaucoma in his right eye since 2011. The visual acuity in his right eye is no light perception, and in his left eye, 20/20. Following an examination in 2021, his optometrist stated, “Although patient has long standing reduced vision in the right eye, his best corrected vision in the left eye (20/20), his full extent of color vision in the left eye, and his binocular field of vision are adequate to operate a commercial vehicle.” Mr. Fullwood reported that he has driven straight trucks for 3 years, accumulating 51,000 miles. He holds an operator's license from Pennsylvania. His driving record for the last 3 years shows no crashes and no convictions for moving

violations in a CMV.

*Glen T. Garrabrant*

Mr. Garrabrant, 59, has had a prosthetic in his right eye due to a traumatic incident in 1980. The visual acuity in his right eye is no light perception, and in his left eye, 20/20. Following an examination in 2021, his optometrist stated, "It is my opinion that the health and vision of Mr. Garrabrant's left eye at this time is good and has been stable for years. During this time, it did not interfere with his ability to operate a commercial motor vehicle." Mr. Garrabrant reported that he has driven straight trucks for 35 years, accumulating 24,500 miles, and tractor-trailer combinations for 10 years, accumulating 900,000. He holds a Class A CDL from New Jersey. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Lloyd M. Hicks*

Mr. Hicks, 52, has had a retinal detachment in his left eye since 2006. The visual acuity in his right eye is 20/40, and in his left eye, hand motion. Following an examination in 2021, his optometrist stated, "Given the understanding that his vision is limited to primarily his right eye only, the right eye is impaired from a peripheral field of view and his central acuity is adequate to meet even basic driving requirements, Mr. Hicks does have sufficient visual capacity to safely operate his vehicle at this time." Mr. Hicks reported that he has driven straight trucks for 35 years, accumulating 1.05 million miles. He holds an operator's license from Arkansas. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Kyle M. Innella*

Mr. Innella, 49, has had amblyopia in his right eye since birth. The visual acuity in his right eye is 20/80, and in his left eye, 20/20. Following an examination in 2021, his ophthalmologist stated, "It is my medical opinion that Mr. Innella has sufficient vision to perform the driving tasks required to operate a commercial vehicle." Mr. Innella reported

that he has driven straight trucks for 29 years, accumulating 246,500 miles. He holds an operator's license from Pennsylvania. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Tyraine Jackson*

Mr. Jackson, 47, has a central scotoma in his right eye due to a traumatic incident in 1991. The visual acuity in his right eye is 20/50, and in his left eye, 20/20. Following an examination in 2021, his ophthalmologist stated, "Based on the two examinations available for me to review done in this office on 6/3/2021 and 6/17/2021 I believe the patient's vision is sufficient to perform the driving tasks required to operate a commercial vehicle." Mr. Jackson reported that he has driven straight trucks for 3 years, accumulating 84,000 miles, and tractor-trailer combinations for 3 years, accumulating 84,000 miles. He holds a Class A CDL from Virginia. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Maris I. Kretsu*

Mr. Kretsu, 36, has had amblyopia in his left eye since childhood. The visual acuity in his right eye is 20/20, and in his left eye, 20/60. Following an examination in 2021, his optometrist stated, "All the testing concludes that Mr. Kretsu has sufficient vision to obtain a commercial driver's license and drive a commercial vehicle." Mr. Kretsu reported that he has driven straight trucks for 5 years, accumulating 400,000 miles. He holds an operator's license from Georgia. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Ellis R. Martin*

Mr. Martin, 73, has retinal scarring in his right eye since childhood. The visual acuity in his right eye is counting fingers, and in his left eye, 20/20. Following an examination in 2021, his optometrist stated, "In my medical opinion, patient demonstrates sufficient vision to perform the driving tasks required to operate a



commercial vehicle.” Mr. Martin reported that he has driven straight trucks for 40 years, accumulating 360,000 miles. He holds an operator's license from Maryland. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Jerred R. Murray*

Mr. Murray, 32, had an enucleation of his left eye due to a traumatic incident in 2015. The visual acuity in his right eye is 20/20, and in his left eye, no light perception. Following an examination in 2021, his optometrist stated, “Given that his vision has been stable since 2015 and he has previously driven a commercial vehicle since the loss of his left eye, it is my opinion that he may be well adapted to his vision and may be able to continue to be capable of driving a commercial vehicle despite the restricted field.” Mr. Murray reported that he has driven straight trucks for 5 years, accumulating 112,500 miles, and tractor-trailer combinations for 1 year, accumulating 10,000 miles. He holds a Class A CDL from New York. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Moises Perez*

Mr. Perez, 44, has had amblyopia in his right eye since birth. The visual acuity in his right eye is 20/200, and in his left eye, 20/20. Following an examination in 2021, his ophthalmologist stated, “It is my opinion that his vision is sufficient to perform the driving tasks required to operator [sic] a commercial vehicle.” Mr. Perez reported that he has driven straight trucks for 3 years, accumulating 39,000 miles. He holds an operator’s license from Illinois. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Jake Quillen*

Mr. Quillen, 63, has ischemic optic neuropathy in his right eye due to a stroke in 2017. The visual acuity in his right eye is counting fingers, and in his left eye, 20/20.

Following an examination in 2021, his optometrist stated, “If these are true, Jake meets the federal exemptions to be able to drive a commercial vehicle because of his vision/field of vision in his left eye. Due to this, I can recommend Mr. Quillen is capable of driving a commercial vehicle.” Mr. Quillen reported that he has driven straight trucks for 2 years, accumulating 20,000 miles, and tractor-trailer combinations for 35 years, accumulating 3.3 million miles. He holds a Class AM CDL from Tennessee. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*David S. Rosen*

Mr. Rosen, 65, has had a macular pucker in his left eye since 2015. The visual acuity in his right eye is 20/30, and in his left eye, 20/50. Following an examination in 2021, his optometrist stated, “I certify patient, David Rosen, has sufficient vision to perform the driving tasks to operate a commercial vehicle.” Mr. Rosen reported that he has driven buses for 4 years, accumulating 40,000 miles. He holds a Class B CDL from New Jersey. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

*Robert C. Rucker*

Mr. Rucker, 38, has a retinal detachment in his left eye due to a traumatic incident in 1996. The visual acuity in his right eye is 20/20, and in his left eye, 20/100. Following an examination in 2021, his optometrist stated, “In my medical opinion, I feel Mr. Rucker has sufficient vision to perform the driving tasks to operate a commercial vehicle.” Mr. Rucker reported that he has driven straight trucks for 9 years, accumulating 90,000 miles. He holds a Class B CDL from Tennessee. His driving record for the last 3 years shows no crashes and no convictions for moving violations in a CMV.

#### **IV. Request for Comments**

In accordance with 49 U.S.C. 31136(e) and 31315(b), FMCSA requests public comment from all interested persons on the exemption petitions described in this notice. We will consider all comments and material received before the close of business on the closing date indicated under the DATES section of the notice.

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Larry W. Minor,  
*Associate Administrator for Policy.*

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